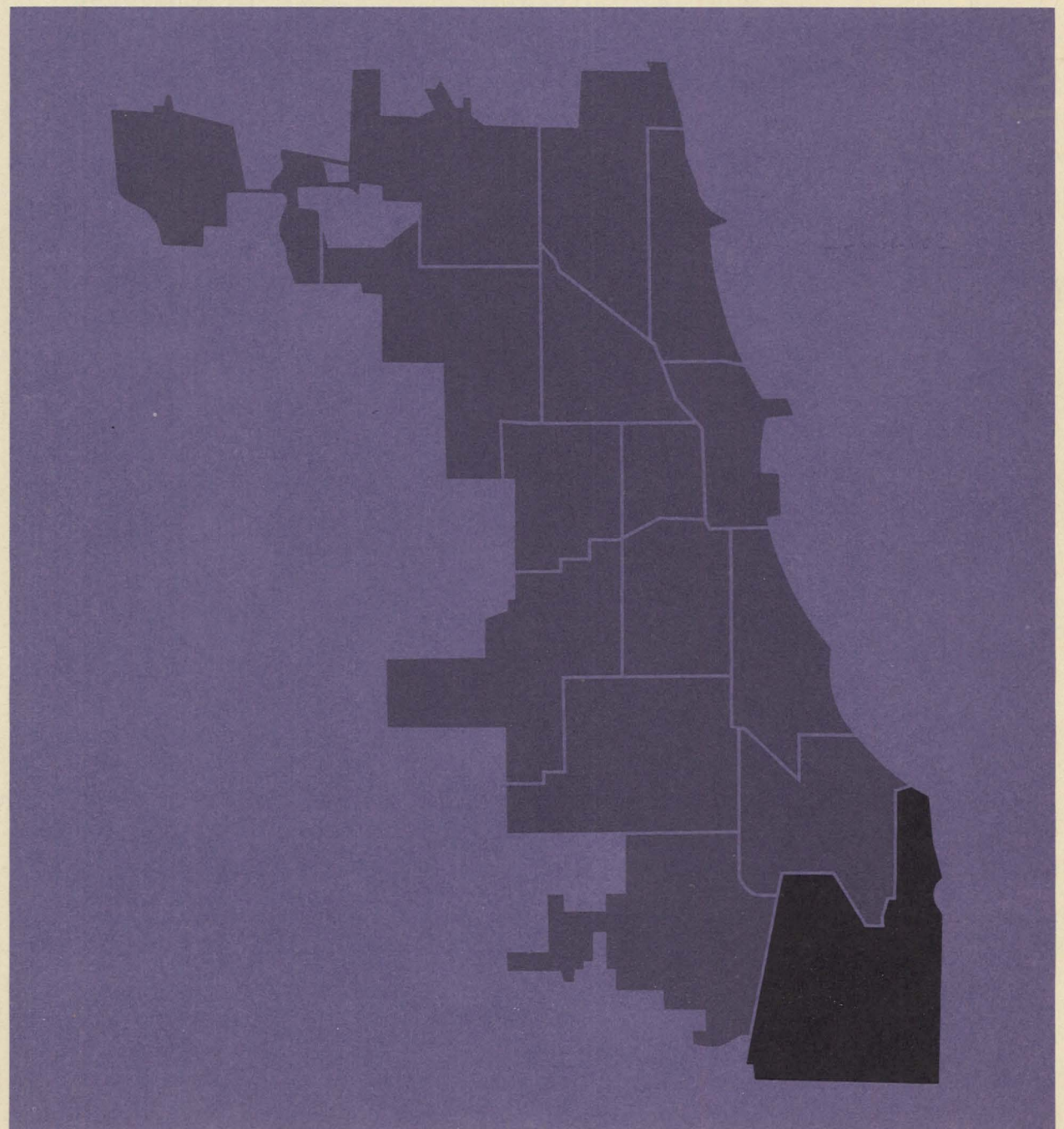


# **FAR SOUTHEAST**

## **DEVELOPMENT AREA**

Department of Development and Planning



City of Chicago, Richard J. Daley, Mayor



# Far Southeast Development Area

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City of Chicago, Richard J. Daley, Mayor

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Lewis W. Hill, Commissioner of Development and Planning

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December 1968

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## PURPOSE OF THE DEVELOPMENT AREA REPORTS

The Development Area reports have been prepared to inform Chicago citizens of the meaning of the *Comprehensive Plan's* recommendations for each area of the city, to aid in the exchange of information about community needs between citizens and government that is necessary to the development of a cooperative planning process, and to facilitate the co-ordination of plans and programs for community improvements. There are 16 Development Areas, covering the entire city, each with a population of 150,000 to 300,000 people and with a land area of 6 to 20 square miles.

The Development Area reports suggest land use changes, residential and industrial improvements, transportation improvements and community facilities and social programs needed to achieve the goals of the *Comprehensive Plan* in each area. The reports are intended to stimulate community discussion of issues, problems, and solutions. This discussion will lead to formulation of a planning framework for each area to be used by government and citizens for scheduling and co-ordinating programs and community improvements.

The various kinds of projects that the city undertakes need to be co-ordinated if they are to produce maximum benefits for the communities they serve. Experience has demonstrated that Chicago is too large to deal with as a whole in co-ordinating and scheduling specific projects. Thus, the Development Areas represent a very practical means of focusing the planning process on localized needs and conditions while remaining within the context of city-wide *Comprehensive Plan* policies and goals.

The recommendations in the Development Area reports are ideas and suggestions for consideration. They do not represent final plans for the areas, nor do they cover all issues. The reports recognize that not all planning problems have clear or immediate solutions and in some cases, questions are raised in the expectation that the best solution will evolve only through community discussion.

### The Review Process

Four steps will be followed in reviewing and

revising the Development Area reports:

—Each Development Area report will be distributed to civic organizations and other private groups, both within the local area and city-wide.

—Representatives of city agencies will meet with groups and individuals in each area to discuss the report. Findings will be modified, other ideas sought, and approaches to resolving issues will be explored.

—Appropriate revisions in the proposals will then be made which will result in a planning framework for the Development Area. After public discussion, the planning framework will be adopted by the Chicago Plan Commission as a policy guide in reviewing projects and programs for the area.

—Using the planning framework as a guide the Department of Development and Planning will work with other agencies to modify and co-ordinate programs and projects to meet the area's critical needs and to achieve local objectives.

Chicago is constantly changing. Therefore, from time to time, each planning framework will be reviewed and adjusted or amended to reflect new needs or changes in objectives as they are identified in the continuing process of planning.

### From Plans to Action

In recent years new transportation facilities, urban renewal, and other public and private developments have greatly improved the city's appearance and livability, and the opportunities and capabilities of its people. Still greater effort and further improvement will be necessary if Chicago is to meet its commitment to the strategic objectives of the *Comprehensive Plan*. In the coming years sections of the city must be rebuilt or rehabilitated to meet the rising expectations for living standards of all its people. New ways must be found for meeting social concerns, for strengthening capabilities and for broadening opportunities. Achieving the kind of city envisioned in the *Comprehensive Plan* will call for the ideas, widespread support, and involvement of all of the people of Chicago.



## FAR SOUTHEAST DEVELOPMENT AREA

The Far Southeast Development Area is a low lying, often marshy region, about one-sixth of which is occupied by Lake Calumet and the Calumet River system. Although the Development Area accounts for 18.6 square miles, or about 8 per cent of the city's land area, only 69,610 people, or about 2 per cent of Chicago's population, lived there in 1960. The area is bounded on the south and east by the city limits and Lake Michigan and on the west by the Illinois Central commuter line. Its northern boundary is generally 95th Street, but has been extended to 79th Street east of the Baltimore and Ohio-Illinois Central Railroad tracks to include an industrial area. A small residential area south of 95th Street between Van Vliessen and Torrence avenues is included in the Southeast Development Area just to the north. Included within the Development Area are all of the traditional community areas of Pullman, East Side, Riverdale, and Hegewisch, the Millgate area of South Chicago, and that portion of South Deering which is primarily zoned for manufacturing uses.

As Chicago grew during the 19th century many industries—especially those which process raw materials, receive bulk commodity shipments, and require extensive land—settled in the Calumet area. Attracted by job opportunities, industrial and railroad workers settled in nearby communities. In 1963 about seven square miles of land in the Development Area were still vacant. These vacant tracts, primarily zoned for manufacturing uses, constituted nearly 80 per cent of the city's vacant industrial land.

Serving industries in this area and the rest

of the city is the largest complex of comprehensive port terminals on the Great Lakes. Facilities along the Calumet River and the Calumet Harbor accommodate ships reaching Chicago from all parts of the world through the St. Lawrence Seaway as well as vessels from other Great Lakes ports, and barge traffic coming from the Gulf Coast via the Mississippi River, the Illinois Waterway and the Calumet Sag Channel.

A massive rail network serves the industrial and port facilities in the Calumet Area. There are also excellent connections with the Federal Interstate Highway system through the Calumet Expressway along the west side of Lake Calumet. Internal vehicular circulation systems, however, are in need of improvement.

The residential communities of the Far Southeast Development Area are essentially enclaves within a primarily industrial area. Most of their population consists of the families of workers in nearby industry. Housing quality ranges from very poor in some of the oldest neighborhoods to very good in newer areas. Of the six communities in the area, the two on its southern periphery are experiencing new residential development. One neighborhood, in South Chicago includes a Department of Urban Renewal improvement project.

In general the residential areas need good commercial centers and other neighborhood facilities. Air and water pollution, partly due to the nature of the surrounding industry, constitute serious environmental problems.







## Planning Framework

### Characteristics Far Southeast Development Area

Residence in Good Condition



Residence in Need of  
Some Improvement



Business Concentration



Industry in Good Condition



Industry in Need of  
Some Improvement



Institution



Park and Forest Preserve



**A** Area of Architectural and  
Historical Significance

**B** Obsolete Commercial

**C** Garbage and Refuse Dumping  
a Blighting Influence

**D** Discontinuous Major Street

**E** Interstate Tollbridge

**V** Significant Vacant Tract

### Objectives

Improvement programs in the Far Southeast Development Area should be directed toward the achievement of the following objectives based on the improvement plan component of the Comprehensive Plan:

1. Continue to encourage the settlement of industry which can derive maximum benefits from ready access to ocean, lake, and inland waterways navigation, and the availability of unexcelled rail and highway connections.
2. Create employment opportunities in the district by establishing new industries in Chicago's last major reservoir of vacant industrial land.
3. Encourage further development of major comprehensive port terminal facilities for ocean, lake, and inland barge shipping and explore the economic feasibility of an interstate port in Lake Michigan near the mouth of the Calumet River.
4. Simplify the railroad and highway transportation patterns within the area in order to eliminate costly duplication while improving service for local industries and residents. Improve major streets to reduce congestion and remove unwanted traffic from local streets. Remove grade-level railroad crossings from major thoroughfares.
5. Eliminate or minimize environmental conditions which are detrimental to both industrial and residential development in the area. These include air pollution, water pollution, garbage and refuse dumps, and heavy truck and automobile traffic on some local streets.

6. Improve the quality and supply of low and moderate cost housing through housing code enforcement and selective rehabilitation and rebuilding programs. Encourage the use of high standards of design in new construction to create pleasing residential environments with a broad choice of housing types and unit sizes on an equal opportunity basis for all residents.

7. Assure educational opportunities of the highest quality to all residents. Upgrade library service to bring adequate service to all residential communities.

8. Improve the usefulness of existing open space by making forest preserve land attractive to adjacent residents for neighborhood park use. Increase the availability of year-round recreation facilities offering a variety of indoor and outdoor programs.

9. Consolidate deteriorating strips of commercial development into more compact business centers. Locate community services such as health clinics, employment offices, libraries and youth clubs in such centers to help focus community activities.

10. Increase the quality and availability of necessary social programs, including day care services for children, planned activities for the elderly, and special programs for youth. Emphasize the importance of inter-group understanding through comprehensive human relations programs.

11. Strengthen community support for crime and fire prevention programs, and provide modern Police and Fire Department facilities as needed.

12. Provide adequate public health services accessible to all residents of the area.

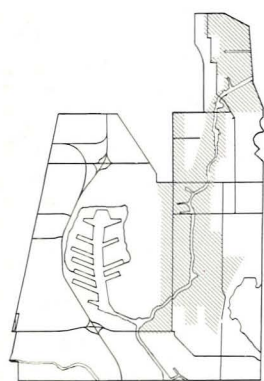


## Existing Conditions and Recommendations

### Harbor and Industry

The Far Southeast Development Area contains Chicago's heaviest industrial concentrations. The area lining the southern shore of Lake Michigan, the Calumet River and the west side of the Lake Calumet Basin is part of a larger industrial region. Extending from Porter County, Indiana in the east to Joliet, Illinois in the west, this region contains the greatest steel production aggregation in the world as well as a large number of other industries of international importance.

Since the 1880's the Calumet region within the Chicago city limits has been a principal area for the settlement of basic raw material conversion industries. Most such industries are capital-intensive rather than labor-intensive; they employ a decreasing number of persons per acre as they become increasingly mechanized and automated. In the future, these industries probably will not be able to employ lower-skilled persons of the type initially attracted by opportunities for employment in the Calumet region. As a result, high priority must be given to the provision of retraining programs to teach new or higher skills to persons made jobless by technological change.

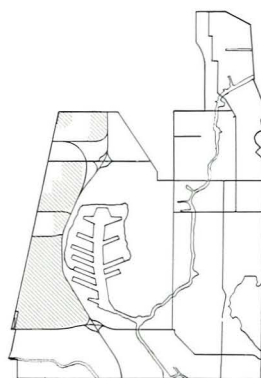


The iron and steel mills on the shore of Lake Michigan and the banks of the Calumet River from 79th Street to 126th Street make up this area's most important industry. Nearly half of the metropolitan steel production capacity

is located within Chicago. However, the construction of new steel mills on the Indiana shore and in Hennepin County, Illinois will change this balance in the future. Four major steel producers, the United States Steel Corporation, Republic Steel

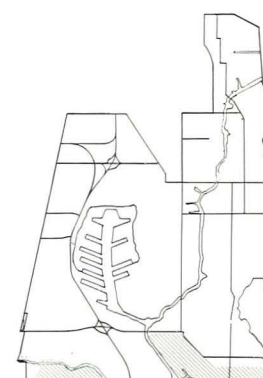
Company, International Harvester's Wisconsin Steel Works, and the Interlake Steel Corporation, are active within the city limits. An ocean shipping terminal has taken over part of the former site of a fifth steel company. The South Works of the United States Steel Corporation, located on the lake shore between 79th Street and the Calumet River, has received legislative permission to expand its site by filling 194 acres in the lake adjacent to the present plant.

In the same general area are grain elevators, a large flour mill, and two shipyards specializing in major repairs, the conversion of large lake vessels and the construction of tow boats. The area also contains a large Ford automobile assembly plant.

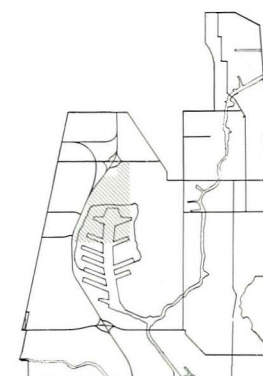


Other important industries are located west of the Calumet Expressway north of 130th Street. Two major employers in the area are the Electromotive Division of General Motors Plant No. 2—the country's largest supplier of diesel locomotives—and Sherwin Williams, which manufactures paints and related chemical products. A group of smaller modern plants housing a diversity of industries is in the northwest corner of this district. Here, also, stretching from 103rd to 111th streets are the partially idle properties of the Pullman Car Company, once the largest manufacturer of railway cars in the world. The Chicago plant has been used in recent years for scrapping of old Pullman cars and the building and remodeling of rapid transit cars. Some of the oldest structures on the plant site have been cleared, while others have been rented to incubator industries. Parts of the site have been

offered for sale to industrial developers.



Associated with the Calumet and Little Calumet rivers south of 130th Street are a group of small marinas and boatyards which specialize in the construction, servicing and storage of small craft. Also located in this area are several metal fabricators and large brick and lumber yards.



Now projected for the north end of Lake Calumet, between 103rd Street and 115th Street west of Stony Island Avenue is the Metropolitan Chicago Food Center, a wholesale food distribution facility which would be privately financed. Much of the 640-acre center would be located on sanitary land fill created over a number of years by refuse disposal operations. Developers of the center expect to consolidate enterprises now operating in the city's scattered markets, thereby freeing valuable property for redevelopment. Present estimates set the working population of the proposed center at 23,000 people, including approximately 6,800 newly created jobs. If for any reason the Metropolitan Food Center Project should not be realized, the filled area north of 115th Street should provide prime sites for labor intensive industries.

Throughout the Far Southeast Development Area may be found numerous smaller industries with products as varied as potato chips, printing, crates, and chemicals. Some

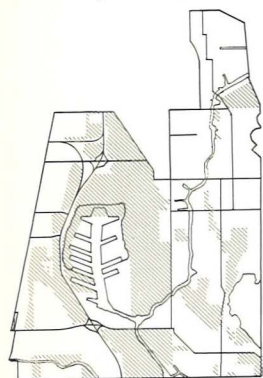


of these industries utilize the inland waterways to barge raw materials and finished goods.

In order to remain competitive, most large plants in the Far Southeast Development Area must undergo a constant cycle of renovation and renewal. As these changes reflect technological necessities little attention has been paid in the past to aesthetic considerations or environmental amenities. The elimination of uncontrolled refuse dumps and unkempt open storage areas, as well as the reduction of untreated industrial waste emission, must now be considered of primary importance. City air and water pollution control ordinances must be strengthened and enforcement actively increased if a clearing of the air, cleaning of the waterways, and purification of Lake Michigan is to be achieved. Since air and water pollution recognize no political boundaries, collaboration with neighboring authorities in the enforcement of controls is extremely important.

In many places in the Area noise and vibration are nuisance factors. Heavy truck traffic and employee parking spilling into neighboring residential areas create problems particularly in the South Chicago neighborhood. The transition from residential areas to heavy manufacturing districts could be made less abrupt either by creating landscaped areas with tall trees for visual screening or by encouraging land uses such as light industry in the intervening zone. Better fencing should be used to reduce the visual blight of junk yards and other open storage areas.

#### Development Potential of Vacant Land



Some 7.7 square miles, over 50 per cent of all remaining vacant land in the City of Chicago, was located in the Far Southeast Development Area, according to the city's 1963 survey of vacant land. The vast majority of this vacant land, close to 7.5 square miles, was zoned for industrial use. These figures do not include the partly vacant tracts under control of the Chicago Regional Port District.

There are several reasons why large tracts of land remain undeveloped in the Far Southeast Development Area. Much of the



Much of the vacant land in the Lake Calumet basin is either swampy or parched. Any development here will require extensive site preparation such as drainage, land fill, and the provision of streets and utilities.

Heavy industry along the Calumet River should be encouraged to remain and expand in the Development Area. Enforcement of the city's air and water pollution control ordinances will be essential for the improvement of environmental conditions.





vacant land is low-lying, and swampy because of poor drainage. Large stretches are littered as a result of past dumping practices. Ownership tends to be multiple, and titles are frequently unclear. Substantial structures and the building of roads and sewers will require extensive filling and soil compacting operations.

A serious consequence of the environmental image of the Calumet basin is the fact that labor-intensive light industry has so far shown little interest in settling there. City services, such as streets, lighting, sewers, and adequate drainage would have to be provided to encourage such enterprises to come in. Open dumping must be stopped, although the use of refuse for sanitary land fill can be justified in several low-lying swampy parts of the area, provided such operations are carried on under strictly controlled procedures.

The Calumet Area Industrial Development Corporation, recently formed by businessmen, bankers and industrialists active in the region, includes among its stated goals the

assemblage of saleable parcels of land, site improvement with properly compacted fill and the installation of needed facilities and utilities. The Commission has been in touch with the Mayor's Committee for Economic and Cultural Development and with the Department of Development and Planning in an effort to stimulate future activity in this area.

#### **Port and Related Activities**

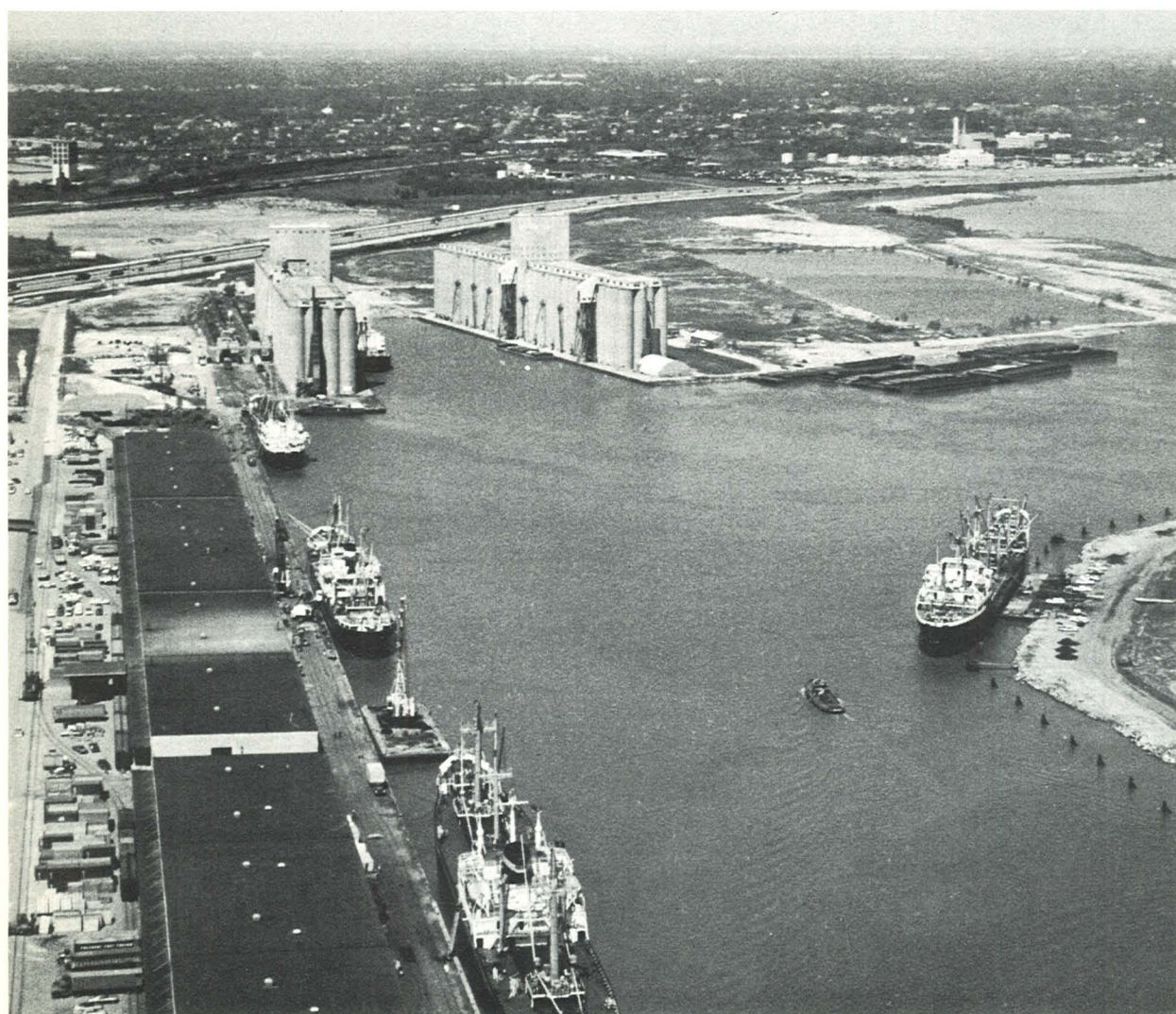
Lake Calumet, the Calumet River and the Calumet Sag Channel provide the most significant port terminal complex of the Great Lakes. This area is the terminus of much St. Lawrence Seaway and Great Lakes shipping. The Lake Calumet facilities of the Chicago Regional Port District consist of more than one mile of berthing space, modern transit sheds, a warehouse, an office building, two grain elevators, and miles of railroad switch tracks and truck roads. All district facilities are leased and operated by private firms. Recently completed on Port District land was a bulk terminal for liquid cargo storage and dock space for several tankers. Now under construction is

a scrap iron and steel reduction and transshipment center. The Port Administration expects to find developers for a container freight shipping facility in the near future.

To maximize the usefulness of the terminal facilities of the Regional Port District, the six miles of Calumet River connecting the port facilities with Lake Michigan have been deepened to the Seaway standard of 27 feet, sharp turns are being straightened, and obsolete center pier bridges replaced by bascule spans. Similarly, the Calumet Sag Channel is being deepened to 9 feet and widened to 225 feet to permit modern barge tows to pass freely between the Lake Calumet Port and the Mississippi Waterway System. As a result, the Seaport of Chicago presents a unique opportunity for the direct transshipment of goods between waterway barges and Great Lakes shipping. It is estimated that total port-related employment will reach 2,000 persons.

Upon completion of development north of 115th Street and of currently projected port facilities, approximately one and one-half linear miles of Lake Calumet shore will remain available for future port extension.

An opportunity exists for the eventual establishment of an interstate port in Lake Michigan, extending from the mouth of the Calumet River to Indiana Harbor, for the benefit of industries in both Indiana and Illinois.



The Regional Port of Chicago at the base of Lake Calumet has facilities for processing 16 ships simultaneously.





Open refuse dumping is one of the greatest deterrents to the settlement of light labor-intensive industry in the Lake Calumet area.

## Transportation

The Far Southeast Development Area has need of a variegated and flexible transportation system to serve both industries and regional port facilities. This system should create minimal interference with residential patterns and the free flow of persons seeking access to work, shopping or recreation. To accomplish this task, an intricate network of railways, highways, navigable waterways, and pipelines has been developed.

### Railroads

The Development Area has one of the finest aggregations of railroad facilities in the

world. It is served by all major eastern trunk lines and its switching lines and branches connect to all major industries within the district. Several classification yards and local transfer lines provide the area with links to other trunk systems serving the region.

Ease of rail access and a location at the periphery of the city makes this a desirable area for new industry. Yet, in some respects, the great number of rail lines constitutes a detriment. Rails cut across residential parts of the area, extensive switching yards and other railroad properties preempt large tracts

of land, and frequent grade crossings impede street traffic. Some of the railroads crossing the Development Area have already merged or are involved in negotiations concerning mergers. The resulting consolidation could have many advantages. Excess land might be released for prospective non-carrier uses, a number of railroad-highway grade crossings could be eliminated, and some of the lift bridges over the Calumet River could be removed for more efficient movement of water traffic.

### Expressways and Streets

In the Far Southeast Development Area, access to the metropolitan expressway and interstate highway systems is provided by the Calumet Expressway which connects with the Dan Ryan Expressway and Stony Island Avenue in the north, and with the Tri-State Tollway, leading to Indiana and Wisconsin, in the south. Grade separated exits and entrances now exist at 103rd, 111th, and 115th streets. An interchange scheduled for early construction at 103rd Street and Stony Island Avenue would facilitate the distribution of traffic likely to be generated by the proposed food center and a projected junior college.

The Chicago Skyway traverses the north-eastern part of the Development Area, but there are no convenient access or exit ramps available within the area. Studies should be initiated to investigate the extent to which its capacity can be better utilized.

The primary and secondary thoroughfares of the Far Southeast Development Area do not tie in well with those serving the rest of the city, as discontinuities are created by bodies of water and railway embankments. The *Comprehensive Plan of Chicago* recommends developing major streets at one-mile intervals to carry through traffic, to connect with expressways, and to channel heavy traffic away from residential streets. The capacity of these streets would be increased as required through widening or other improvement techniques, such as eliminating curb parking, rebuilding within the existing right-of-way, or establishing one-way street pairs where appropriate. Design would be determined after a careful study of local conditions and needs.

Furthermore, the *Comprehensive Plan* stresses that final determinations of major street alignments should be studied as part of the Development Area process. With a view of impending changes in the Lake



Calumet Area, the following major east-west street alignments are suggested for consideration: 95th Street east to Ewing Avenue; 103rd Street with a connection to 106th Street at Torrence Avenue; 111th Street east to Torrence Avenue, possibly functioning as a distributor road through the proposed Metropolitan Food Center, or 115th Street from Cottage Grove Avenue to Torrence Avenue at the southern perimeter of the proposed food center if a major thoroughfare through the development would interfere with its internal operations; 130th Street, linking with 127th Street via Cottage Grove Avenue in the west, and continuing to Avenue O in the east.

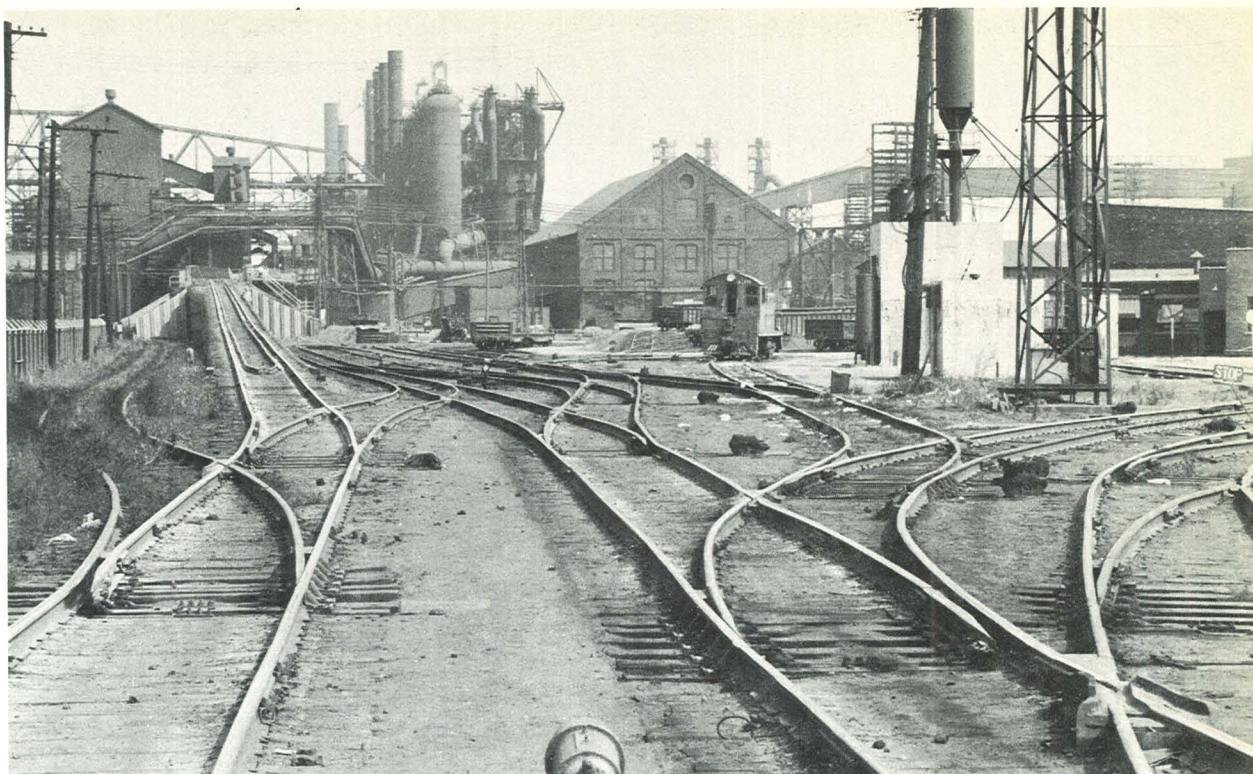
Major north-south thoroughfares whose capacity should be increased to primary road standards are: Cottage Grove Avenue to connect with Indiana Avenue at 130th Street; Torrence Avenue south via Colfax Avenue from South Chicago Avenue; Ewing Avenue south of 95th Street leading into Avenue O at 106th Street; Avenue O south of 106th Street.

In some cases new rights-of-way will have to be created to make these connections possible. Right-of-way studies are also needed to determine the best routing of through traffic between Ewing Avenue and South Shore Drive. Two alternatives might be considered:

1. Keep the present routing of U.S. Highway 41 along Ewing, Mackinaw, Burley and Brandon avenues which carry heavy traffic through the middle of the Millgate area.
2. Route traffic across the Calumet River at 95th Street and create a new road along the right-of-way of the Illinois Central commuter line via Exchange Avenue to South Shore Drive at 71st Street.

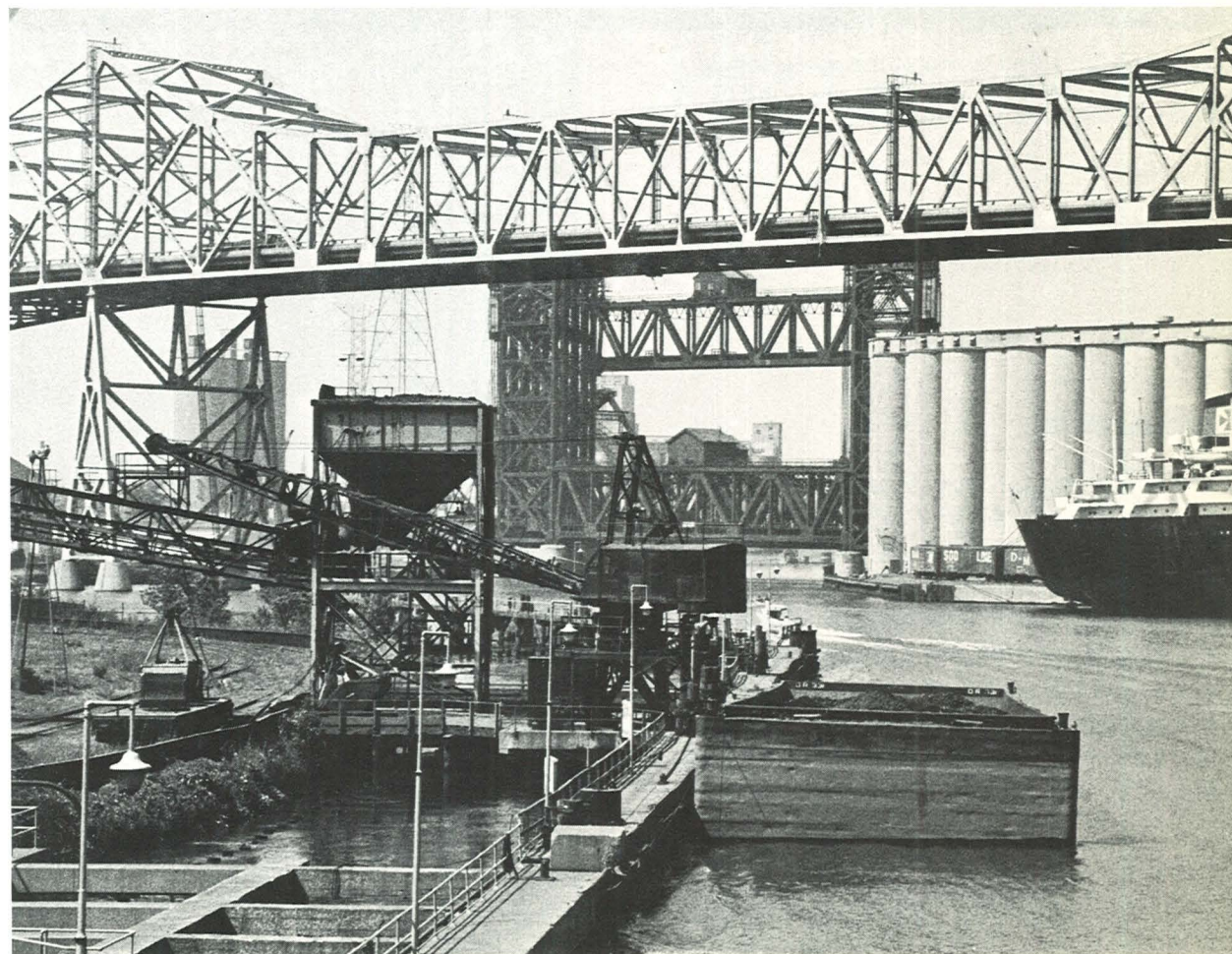
The second alternative would cause minimal interference with community life in the Millgate area; the 87th and Mackinaw Urban Renewal Project provides an opportunity for implementing the first stage of such a change.

To make the vacant tracts east of Lake Calumet accessible for industrial development it is recommended that studies be made of a project involving land reclamation and the provision of roadways and utilities. In such a project, Stony Island Avenue might be extended from 103rd Street to 122nd and 122nd Street con-



Its high accessibility, by water, rail and road, makes the Far Southeast Development Area one of the city's most desirable locations for industry.

The Calumet River is lined with shipping facilities. The waterway is spanned here by the Chicago Skyway in front and one of several railway lift bridges in the background.





structed from Stony Island Avenue to Torrence Avenue.

Because of relative inaccessibility, low population density, and distance from the Central Business District, residential communities within the Far Southeast Development Area have poor public transit connections. The Illinois Central Railroad commuter lines provide rapid service from the central city to Pullman and South Chicago, and Hegewisch is served by the South Shore electric line. Feeder buses connect other parts of the Development Area with the Jackson Park rapid transit line. Generally, the trip to work in the vicinity must be accomplished by private automobile, since the bus and commuter lines provide service primarily to and from downtown.

Altgeld Gardens and Murray Homes in Riverdale with a 1967 population of 9,900 persons are without CTA service. As a result, some of Chicago's neediest families depend upon the services of a private bus line for trips to and from the central parts of the city. The fare for this service is 33 per cent higher than CTA bus fare. Similarly, Calumet Harbor facilities can only be reached by private transportation, thus confining visiting merchant seamen to port. In view of the new commercial and industrial developments now under consideration for the Calumet Area, studies should be made concerning the feasibility of extending the Dan Ryan rapid transit line from its present terminal at 95th Street along the Calumet Expressway to a terminal at 130th Street. Such an extension would serve not only Altgeld Gardens and Calumet Harbor, the proposed Metropolitan Food Center and the industries of Pullman-Kensington, but also the future state college at 95th Street and South Parkway, and the proposed city junior college at 103rd Street and Stony Island Avenue. Feeder buses could serve new industries on the east side of Lake Calumet.

### Waterways

It is important to limit the number of bridges across the six-mile stretch of Calumet River which serves as entrance to the Regional Port of Chicago. The passage of each major vessel requires the lifting of all such bridges and delays land and water traffic. The major thoroughfare plan advocated in this section would not require construction of additional bridges although

existing structures might have to be widened. Railway consolidation may eliminate some existing bridges.

A strip of vacant Lake Michigan shore land between Calumet Park and the Illinois-Indiana state line should be reserved for future access to the interstate port.

### Population

In 1960 nearly 70,000 people, about two per cent of the city's population, lived in the Far Southeast Development Area. All communities except Riverdale, which was 90 per cent Negro, had large percentages of foreign stock, mainly of Polish, Mexican, Italian, or German descent.

In all community areas except Riverdale the age distribution was similar to that of the city as a whole. However, in Riverdale, 63.0 per cent of the population, or twice the city average, was under 18 and only 2.7 per cent, less than one-third of the city average, was over 65 years of age.

All communities except Riverdale had family incomes close to or slightly above the 1959 city median of \$6,738. The median income for Riverdale was \$3,261. Unemployment varied near the city rate of 5.2 per cent in all community areas except Riverdale, which had 16.1 per cent of its labor force unemployed. Only in Riverdale had adults attained more than the city median of 10.0 school years completed, while for other communities the figures ranged from 8.8 to 9.6 years.

Most residents in the Development Area held blue collar jobs in 1960. Only 19.4 per cent of the employed males in the Far Southeast Development Area reported white collar occupations, compared with the city average of 37.0 per cent.

During the period from 1950 to 1960 the Far Southeast Development Area had an overall population increase of about 3 per cent, including a 65 per cent increase in the non-white population. Riverdale and Hegewisch showed 16 and 25 per cent gains in population respectively, while South Chicago lost nearly 16 per cent of its 1950 population. Most of the increase in Riverdale and Hegewisch can be accounted for by new housing construction. Recent development of middle-income housing in Riverdale has increased the number of families of a higher socio-economic level and has probably led to an improvement in that

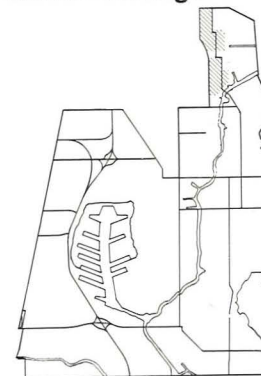
community's overall income and employment profiles.

### Residence

In 1960 the Far Southeast Development Area accounted for 19,897 housing units, only 1.6 per cent of the city's total. Residentially, the area is characterized by the geographic separation of its various communities, and the absence of large multi-unit apartment buildings. Only 22 per cent of the residential structures contained three or more housing units. Except in South Chicago and Riverdale, where the figures were substantially lower, owner occupancy varied around 66.5 per cent, about twice the city average.

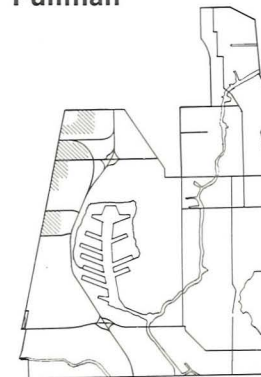
Separation by water, railroads, industry, and vacant land, has given these communities divergent residential character. Accordingly, each community will be considered separately in the following discussion.

### South Chicago



The northeast corner of the Development Area is formed by that part of South Chicago which is known as Millgate. Housing here is generally old and in many cases deficient.<sup>1</sup> The southern half of this section, has been designated an urban renewal study area. The 87th and Mackinaw project, currently in the planning stage, calls for residential redevelopment including such necessary community facilities as schools, parks and convenience shopping. The northern half of Millgate, where the 1960 Census showed a 61.4 per cent housing deficiency rate, could also benefit from a community improvement program.

### Pullman



The three residential enclaves which make up the community area of Pullman are located between Cottage Grove Avenue and the Calumet Expressway, stretching from 95th Street in the north to 115th Street in the south.

<sup>1</sup>Deficient housing includes all those units which were dilapidated, deteriorating, or standard but lacking some or all plumbing facilities according to the 1960 Census.





Pullman, originally planned as a company town, should be preserved as an historic landmark because of its architectural distinction.

The southern and central sections were constructed as a comprehensively planned company town in the early 1880's by the founder of the Pullman Palace Car Company.

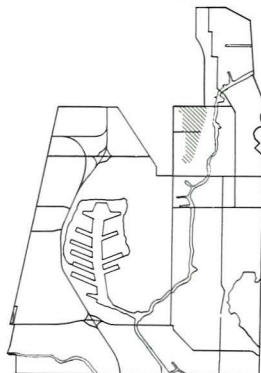
The northernmost section of Pullman, separated from the rest of the community by the west leg of the Dan Ryan Expressway, is a neighborhood of recently constructed well-maintained homes. Immediately south of the expressway the new London Towne Homes development provides middle-income housing for 811 families.

At the time of the 1960 Census, 70 per cent of the dwelling units in the southern part of Pullman and 20 per cent in the central section were deficient. Since 1960 some dilapidated buildings have been removed, others have been repaired or rehabilitated, and many new housing units have been built in all parts of the community.

The historic southern and central sections of Pullman, separated from each other by a part of the old Pullman Works, have retained the sense of architectural unity and scale which distinguished the original town. Brick row houses and three-story walk-ups of unified design along tree-shaded streets, a church of green serpentine rock, an arched market circle, and a picturesque Victorian hotel combine to make this area unique among Chicago neighborhoods. The

United States Department of the Interior is presently evaluating the town of Pullman for designation as a National Historic Landmark. The renovation of older buildings and the addition of new structures in the historic zone should respect the integrity of the architectural ensemble.

#### South Deering



The small residential portion of the South Deering community located in the Far Southeast Development Area is almost totally surrounded by industry. Most of its predominately single-family homes were built before 1940.

Many of the older homes in the isolated section south of 100th Street show signs of blight. Vacant lots north of 100th Street could be used to relocate good houses from the southern section and to build low-cost replacement housing units. The vacated land south of 100th Street might provide suitable sites for industrial expansion.

The possibility of residential development on vacant land now zoned for manufacturing between Jeffrey Manor and the Penn-Central Railroad tracks paralleling Van Vliet Avenue should be investigated.



The London Towne Homes recently completed in Pullman comprise 811 units for middle-income families.

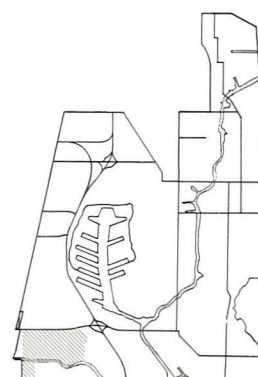
#### East Side



East Side, located between the Calumet River and the city limits north of 118th Street, has deficient housing only in a small area generally north of 103rd Street and west of Ewing Avenue. In 1960 31 per cent of the housing in this older area was considered deficient, as compared with a 7 per cent deficiency rate for the rest of the community.

Opportunities for attractive new residential development exist in the largely vacant tracts adjacent to Washington High School, extending from 114th Street to 122nd Street between Avenue O and the Eggers Woods Forest Preserve and Wolf Lake State Park.

#### Riverdale



Until recently, most of the homes in Riverdale were the row houses and garden apartments of Altgeld Gardens and Murray Homes. These projects include a number of supportive facilities such as schools, shops and social service offices. This self-sufficiency,



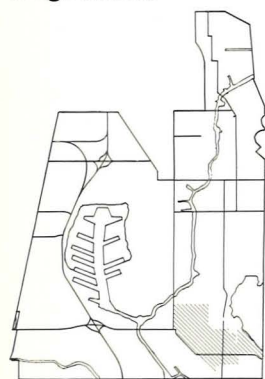
together with a lack of access to other parts of the city and low occupant income limits, made this community socially and economically isolated.

The recent construction of middle-income housing west of Altgeld Gardens and Murray Homes has already begun to bring socio-economic diversification consistent with the policies for housing choice expressed in the *Comprehensive Plan*. Undeveloped land along the Little Calumet River might be used for housing which would be attractive to higher income families. Marina facilities are readily available nearby.

On either side of the river near Indiana Avenue is part of the original rural settlement of Riverdale. Inhabited mainly by lower-income white families, this small area had a housing deficiency rate of 31.5 per cent in 1960. A community improvement program, possibly involving both private and public action, will be needed to prevent further deterioration.

A large tract of swampland immediately east of Riverdale, bounded by the Calumet Expressway, 130th Street, the Calumet River, and the city limits at 138th Street, could be opened up for residential development. This new residential community would have excellent transportation connections with the rest of the metropolitan area via the Calumet Expressway, and a suggested rapid transit extension to 130th Street.

## Hegewisch



Located in the far southeastern corner of the Development Area, Hegewisch is largely bounded by industry and vacant land. Most of the 14 per cent deficiency rate reported by the 1960 Census was located in the old core area where community improvement action is needed.

Other parts of Hegewisch contain well maintained homes, many of which were built recently. New development is notable north of 130th Street. Further opportunities for residential development could be provided by rezoning of vacant land in this area.



Residential areas in the northern half of Milgate are often mixed with incompatible uses and exposed to heavy traffic generated by nearby industry.

## Education

By the fall of 1967 public school enrollment in the Far Southeast Development Area had reached 15,127, an increase of 15 per cent over 1965. Located in the area were 17 elementary schools, two high schools, and one educational and vocational guidance center. Seven of the elementary schools used a total of 43 mobile classrooms in the fall of 1967. Thirteen elementary schools were overcrowded<sup>2</sup>. In two schools newly assigned mobile units have substantially lowered class sizes. Six of the elementary schools are over 50 years old and are probably in need of extensive remodeling.

The Riverdale Branch of Scanlan Elemen-

<sup>2</sup>Overcrowding is defined as having a pupil per classroom average greater than 33 pupils per room, the present Board of Education standard.



The northern half of South Deering is incompletely developed. Much of the area is built up with recently constructed homes, but large tracts are still vacant.

tary School, built on a site less than a city block in size, has nine mobile units. A branch of Clay Elementary School consists entirely of nine mobile units. The Board of Education's 1968 budget includes the appropriation of funds for an addition to the Riverdale branch, and for the construction of a new school at 128th Street and Escanaba Avenue to replace the Clay unit branch.

Carver and Washington high schools need improvements and additions; in the fall of 1967 they were operating at 144.5 and 133.6 per cent of their respective capacities. Present Board of Education building plans include a new Carver High School for Riverdale and the possible expansion of this facility into a cultural-educational cluster. Bowen High School, situated just



New residential construction in Riverdale brings problems as well as advantages. In the background is the recently completed Golden Gate middle-income housing development, which has brought many new families into the area. To the left is the north bank of the Calumet River which could be developed with attractive housing and a promenade. In the foreground is Carver High School.



outside the Development Area, was operating at 210 per cent of capacity in 1967. Its Thorp Elementary School Branch is located within the Development Area. An addition planned for this high school should benefit adjacent Far Southeast community areas.

The importance of equality of educational opportunity cannot be emphasized enough.

Integration with more advantaged students has been found to result in a rise in the achievement levels of students from disadvantaged backgrounds of whom a dis-

proportionate number are members of minority groups. Recent busing programs in various cities have resulted in raising the achievement levels of advantaged students as well.

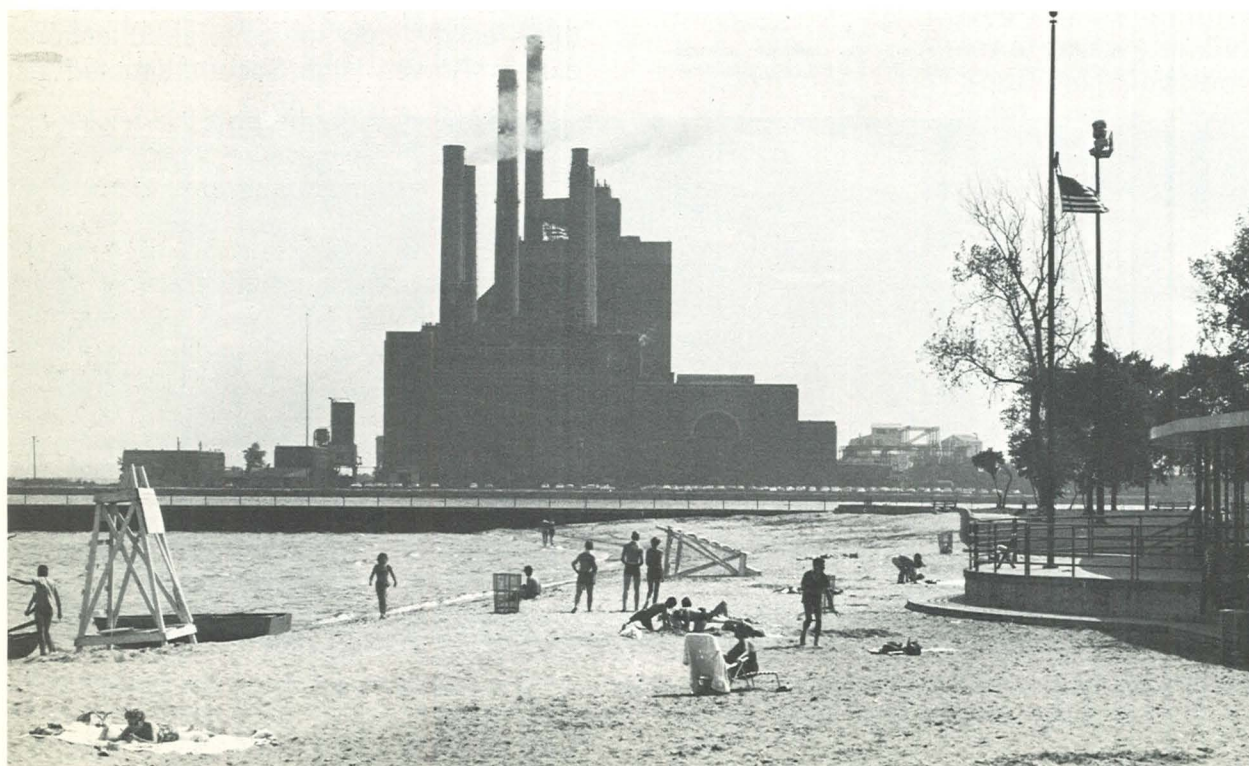
Race-related attitudes more conducive to constructive social values are expected to become more prevalent in students attending interracial classes. As has been noted in a national study, "Racial isolation in the schools fosters attitudes and behavior that perpetuate isolation in other important areas of American Life."<sup>3</sup>

<sup>3</sup>U. S. Commission on Civil Rights, *Racial Isolation in the Public Schools*, Vol. 1., p. 110.



Wolf Lake State Park, if joined to the forest preserves north and south of it could become part of an attractive regional recreation area.

Calumet Park, with its wide choice of recreational activities, provides a welcome relief from the heavy industrial uses lining the lake shore south of 79th Street.



At present there are two Head Start programs operating within or just outside the Development Area, in Riverdale and South Chicago, respectively. If new residential construction continues at its present rate in the southern half of the Development Area expanded school facilities at the pre-school level will become increasingly necessary.

Also serving the area are 16 parochial schools with a 1966 enrollment of 7,866. In accordance with the *Comprehensive Plan*, planning for both public and private schools should be done in conjunction with the Park District, for optimum coordination of school and park facilities.

A new Chicago City College Campus is planned to be located within the Far Southeast Development Area near the Pullman community. It will replace the branches now located in Chicago Vocational School and Fenger High School. Adult education is provided by evening elementary and high school classes in Carver High School, and by adult education and Americanization classes offered at the South Chicago Community Center. Such programs should be expanded to provide opportunities for continuing education in all parts of the area.

### Libraries

Serving the Far Southeast Development Area are one branch and three sub-branches of the Chicago Public Library. The service districts of these branches adequately cover present residential portions of the Development Area. However, new residential construction and population growth will require an increase of library facilities. Eventually, the three sub-branches now in rented space should be relocated to library-owned buildings related to other community facilities.

### Recreation

The communities in the Far Southeast Development Area, except for the Millgate area of South Chicago, have adequate amounts of open space within their boundaries.

Eleven community parks provide a total of 129 acres of outdoor recreation space. Several large school playgrounds also serve as neighborhood parks. In addition, the Development Area contains one lakefront park, four forest preserves, and one state park, which serve regional as well as local needs. The community parks, although



large and well-equipped, are not always well located. In order to supplement existing facilities small amounts of forest preserve land bordering residential areas should be developed for neighborhood park use with passive areas and play lots for smaller children.

Calumet Park, the southernmost of Chicago's lake shore parks, is separated from the rest of the public lake shore by the industries at the Calumet River. The possibilities of relating this park to the other lake shore recreation areas, and of finding ways of improving the transition between lake shore industry and adjacent recreation and residential uses are under investigation as part of a city-wide lakefront study.

Outdoor recreation space in Millgate is currently below the recommended minimum ratio of two acres per 1000 population. However, plans for the 87th-Mackinaw project will include additional open space.

Burnham Woods and Eggers Woods forest preserves and Wolf Lake State Park would be more effective as regional attractions if they were connected to form a continuous expanse of natural parkland. The creation of bicycle paths and landscaped walkways along the banks of the Little Calumet River would help provide access to nearby Beau-bien Woods and prove a pleasant feature in the Riverdale community.

Indoor recreation in the Far Southeast Development Area is provided mainly by churches and other private organizations. In Pullman, however, few indoor activities or meeting places are available to young people. Here such facilities as a gymnasium and a swimming pool are badly needed. In Riverdale, the increase in child population due to the newer housing developments may call for more indoor recreation facilities. Throughout the Development Area more recreational activities such as those offered by the Board of Education "lighted schoolhouse" programs should be provided.

### Commerce

The residential areas of the Far Southeast Development Area are not sufficiently large to support major shopping concentrations. However, each area has convenience shopping facilities. Two major shopping concentrations—Roseland and 95th Street at Commercial Avenue—are located a short distance beyond the Development Area boundaries.



The core of Hegewisch, centered on its aging commercial strip, would benefit from a community improvement program.

In South Chicago, East Side and Hegewisch the existing shopping areas follow the strip commercial pattern typical for older neighborhoods. Frequently, the poor condition of such retail facilities reflects the aging of the surrounding residential community, and a reversal of the trend can only be expected as a result of overall community improvement programs.

Collaborative efforts between local merchants and active community groups are needed if modern, compact, convenient neighborhood shopping facilities with sufficient parking space are to be achieved. Such public agencies as the Small Business Administration of the federal government and various departments of the city stand ready to give assistance in planning and financing. The location of new public and private facilities such as library branches, health clinics, social service agency offices and recreation centers in, or adjacent to, neighborhood shopping concentrations should be encouraged.

### Social Programs

In 1962 all of the communities in the Far Southeast Development Area, except for Riverdale, were average-to-low on a city-wide basis, in residential over-crowding, unemployment, delinquency, and crime

rates. Nevertheless, additional services are needed throughout much of the Development Area. One problem is the lack of meaningful activities, such as community volunteer work, available to older people.

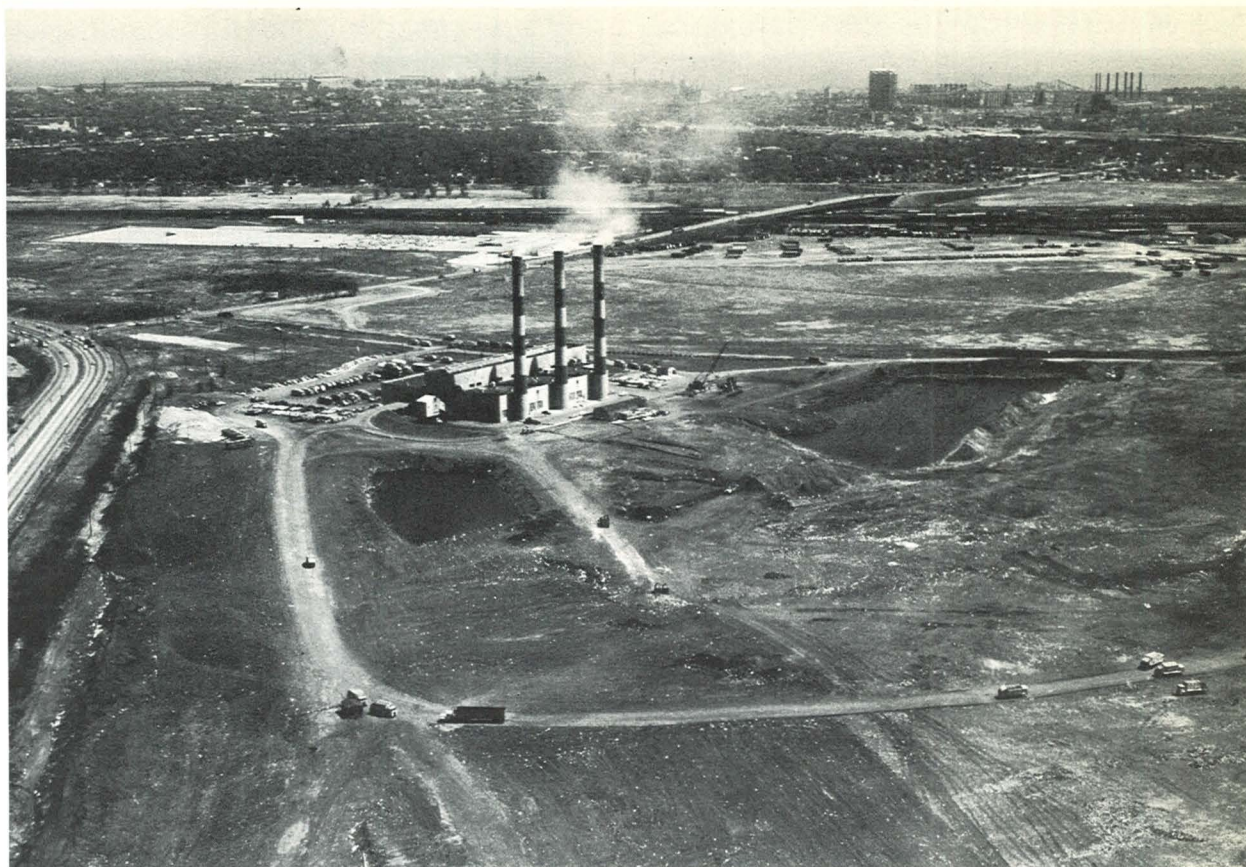
Throughout the Development Area active community organizations could play a useful role in resolving a wide range of community problems. To relieve tensions arising from racial or ethnic differences, comprehensive human relations programs can be of value. With the exceptions of Riverdale and South Chicago, the communities in this Development Area have no social service offices located inside their boundaries.

In the Riverdale community, where a large proportion of the community's population received public assistance in 1962, social services within the community include an Urban Progress Center of the Chicago Committee on Urban Opportunity, a branch of the Cook County Department of Public Aid, and an office of the Illinois State Employment Service.

Millgate is not representative of the South Chicago community as a whole. Whereas social needs were about average for the entire community, they were much greater in this section. The relatively large numbers of unemployed fathers and working mothers



Shown here is the city incinerator at 103rd Street and Stony Island Avenue. In the foreground may be seen sanitary landfill operations now in progress.



in Millgate indicate that this area needs more employment and welfare-related services, family and individual counselling, and day care.

Service provided by the one day care center in the area should be supplemented by additional free or low-cost units. Now providing counselling and youth group work are five community service centers, two of which are in need of physical improvement.

New construction in both East Side and north Pullman has brought more population, including a greater number of children, into both areas. There is a growing need for such services as family and individual counselling in these communities.

### **Public Health and Safety**

The Far Southeast Development Area presently lacks many needed health services. Few facilities are located within the area and residents must rely on those in distant parts of the city for health care.

Because of the low level of service available and the low economic status and mobility of many Riverdale residents, this community is in special need of conveniently located public health facilities. Better pre- and post-natal care facilities are of particular importance in Pullman and Riverdale where infant

mortality rates are among the highest in the city. General and mental health services must be expanded in all communities within the Development Area.

### **Environmental Health**

Air and water pollution, primarily by-products of heavy industry, are a threat to health and must be curbed by modern techniques. Of extreme importance will be the implementation of the city's air and water pollution control ordinances and of federal programs involving interstate cooperation. One such program for cleaning the south end of Lake Michigan is now being developed between the Department of the Interior and the states of Illinois, Indiana, Michigan and Wisconsin.

Public sanitation facilities now located in the Far Southeast Development Area include the city's first large scale incinerator for garbage and refuse, on a 50-acre tract at the southwest corner of 103rd Street and Stony Island Avenue, and the Calumet Treatment Plant, located north of 130th Street near the western boundary of the Development Area. This plant, one of three major sewage treatment facilities is operated by the Metropolitan Sanitary District.

Several projects now scheduled in the *1967-1971 Joint Capital Improvements*

*Program* should have beneficial effects upon environmental health conditions. Included are proposals for one new sewage treatment works, a new pumping station and extension of a feeder water main. Also scheduled is an experimental refuse baling press to supplement the capacity of the city incinerator. The press will yield material which may be used for sanitary land fill.

### **Safety**

The Police Districts in the Far Southeast Development Area have average to low crime and juvenile delinquency rates. However, there are no police stations in the area and patrol cars must cover excessive distances. The establishment of a new 4th District station now proposed in the *Capital Improvements Program* should help alleviate this problem.

Two new fire stations are also proposed to supplement the service already provided in the Area.

Effective police and fire protection also necessitates community support. The Police Department is currently working to improve its community relations. Better intercommunication and cooperation between both departments and the communities in this area will be indispensable to the achievement of a safe environment.

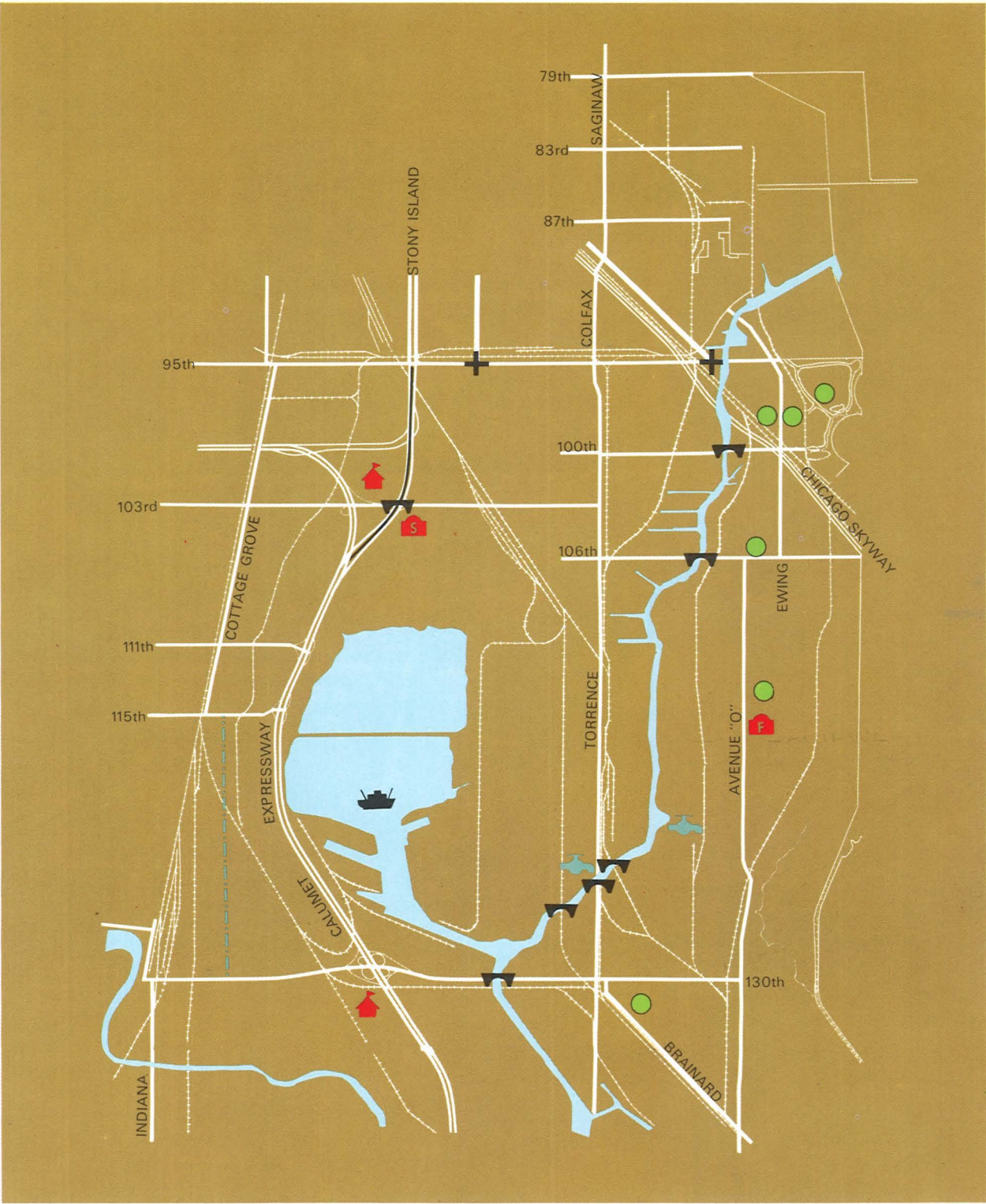


# Major Capital Improvements in The Far Southeast Development Area

The map illustrates major projects included in the 1967-1971 *Joint Capital Improvements Program*, as well as a number of additional projects scheduled since completion of the report. The Capital Improvements Program covers a five-year period and is revised annually and submitted to the Chicago Plan Commission for approval. The Plan Commission, under the inter-agency planning referral procedure, also reviews each project prior to construction to insure that projects are in conformity with *The Comprehensive Plan of Chicago*.

The projects identified on the map are at three different stages of development: projects recently completed, projects under-way, and projects proposed within the next five years. Some area-wide projects, such as the recently completed comprehensive alley lighting program, are not mapped.

A study currently underway in the Far Southeast Development Area is to select a site for a new 4th District Police Station. In addition, several public agencies have initiated city-wide development plans which will result in additional recommendations for improved public facilities and services in this area.



Water Feeder Main	
Intersection Improvement	
Street Improvement	
Bridge and Viaduct Improvement	
Pumping Station Improvement	

School Improvement	
Harbor Improvement	
Sanitation Facility (New)	
Park Improvement	
Fire Station (New)	



## Summary

The map on the opposite page is intended to illustrate the major concepts and development opportunities suggested in this report, and to show how each of these would fit into the total context of the Development Area.

**A.** Large tracts of vacant land provide opportunities for industrial expansion. Special efforts should be made to attract labor-intensive industries.

**B.** The improvement of shipping channels should be accelerated, and further development of comprehensive port facilities encouraged.

**C.** The creation of an interstate port in Lake Michigan near the mouth of the Calumet River would be of benefit to industries in both Illinois and Indiana. A strip of shore land between Calumet Park and the state line should be reserved for access to such a port.

**D.** The traffic distribution system should be logically developed and major thoroughfares improved.

**E.** To serve new industry in the Lake Calumet basin, 122nd Street and Stony Island Avenue should be extended and necessary utilities installed.

**F.** Idle rail lines and unnecessary duplication of rail rights-of-way should be eliminated to achieve greater economies and reduce the number of grade crossings. Where rail crossings with major thoroughfares are unavoidable separation structures should be built.

**G.** It is recommended that a study be made of the feasibility of extending the CTA rapid transit to a point near the intersection of 130th Street and the Calumet Expressway to stimulate development of the Calumet basin.

**H.** It is recommended that old Pullman be restored and preserved as an historic landmark.

**J.** Conservation and improvement programs are needed in aging neighborhoods throughout the Development Area.

**K.** Some vacant tracts adjacent to existing communities present opportunities to create new residential areas.

**L.** Recreational opportunities should be improved by making the edges of forest preserves available for neighborhood park use.

**M.** The joining of Wolf Lake State Park with the Eggers Woods and Burnham Woods forest preserves would form a green belt of regional significance.

**N.** The shores of Lake Michigan should be developed for recreational use in accordance with a comprehensive lakeshore park study now in progress. Continuity of lake shore recreation areas and the screening of industry by suitable planting should be pursued to the greatest extent possible.

**O.** A park-esplanade along the Little Calumet River could prove an important asset to the Riverdale community.

**P.** It is recommended that deteriorating commercial strips be consolidated into modern neighborhood convenience shopping clusters with off-street parking.

The continuing modernization of the physical plant that supports community services is illustrated in the Capital Improvements section of this report. In every area of community service—recreation, education, public safety, environmental health, and social services—program improvements that are tailored to meet the needs of people must also continue. In the Far Southeast Development Area, such improvements should emphasize stronger supportive services for presently disadvantaged groups.

## Planning Framework Far Southeast Development Area

Residential



Business



Industrial



Park



Institutional



**A** Industrial Opportunity Area

**B** Improvement of Port Facilities

**C** Potential Interstate Port

**D** Major Street System Improvement

**E** New Industrial Service Roads

**F** Reduce Railroad Crossings at Grade

**G** CTA Extension to 130th Street

**H** Pullman: Proposed Historic Restoration

**J** Neighborhood Conservation and Improvement Programs

**K** Residential Opportunity Area

**L** Forest Preserve Improvement

**M** Create Green Belt by Joining State Park with Forest Preserves

**N** Further Develop Lakeshore Recreational Opportunities

**O** Proposed Riverside Promenade

**P** Consolidate Commercial Strips into Modern Shopping Centers







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This report has been prepared as a  
discussion document. Many city  
departments and agencies, private  
organizations, and community groups  
have already made contributions to  
this report, and their assistance is  
gratefully acknowledged. The  
Department of Development and  
Planning looks forward to continuing  
and expanding these relationships in  
the future, as Development Area  
proposals are reviewed.

Assisted by a grant administered  
by the Renewal Assistance Office  
of the Department of Housing and  
Urban Development under  
Section 405 of the Housing  
Act of 1959.



